

FAR NORTH

DEVELOPMENT AREA

Department of Development and Planning



City of Chicago, Richard J. Daley, Mayor

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Far North Development Area

City of Chicago, Richard J. Daley, Mayor

Lewis W. Hill, Commissioner of Development and Planning

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PURPOSE OF THE DEVELOPMENT AREA REPORTS

The Development Area reports have been prepared to inform Chicago citizens of the meaning of the Comprehensive Plan's recommendations for each area of the city, to aid in the exchange of information about community needs between citizens and government that is necessary to the development of a cooperative planning process, and to facilitate the co-ordination of plans and programs for community improvements. There are 16 Development Areas, covering the entire city, each with a population of 150,000 to 300,000 people and with a land area of 6 to 20 square miles.

The Development Area reports suggest land use changes, residential and industrial improvements, transportation improvements and community facilities and social programs needed to achieve the goals of the Comprehensive Plan in each area. The reports are intended to stimulate community discussion of issues, problems, and solutions. This discussion will lead to formulation of a planning framework for each area to be used by government and citizens for scheduling and co-ordinating programs and community improvements.

The various kinds of projects that the city undertakes need to be co-ordinated if they are to produce maximum benefits for the communities they serve. Experience has demonstrated that Chicago is too large to deal with as a whole in co-ordinating and scheduling specific projects. Thus, the Development Areas represent a very practical means of focusing the planning process on localized needs and conditions while remaining within the context of city-wide Comprehensive Plan policies and goals.

The recommendations in the Development Area reports are ideas and suggestions for consideration. They do not represent final plans for the areas, nor do they cover all issues. The reports recognize that not all planning problems have clear or immediate solutions and in some cases, questions are raised in the expectation that the best solution will evolve only through community discussion.

The Review Process

Four steps will be followed in reviewing and

revising the Development Area reports:

—Each Development Area report will be distributed to civic organizations and other private groups, both within the local area and city-wide.

—Representatives of City Government will meet with groups and individuals in each area to discuss the report. Findings will be modified, other ideas sought, and approaches to resolving issues will be explored.

—Appropriate revisions in the proposals will then be made, which will result in a planning framework for the Development Area. After public discussion, the planning framework would be adopted by the Chicago Plan Commission as a policy guide in reviewing projects and programs for the area.

—Using the planning framework as a guide the Department of Development and Planning will work with other agencies to modify and co-ordinate programs and projects to meet the area's critical needs and to achieve local objectives.

Chicago is constantly changing. Therefore, from time to time, each planning framework will be reviewed and adjusted or amended to reflect new needs or changes in objectives as they are identified in the continuing process of planning.

From Plans to Action

In recent years new transportation facilities, urban renewal, and other public and private developments have greatly improved the city's appearance and livability, and the opportunities and capabilities of its people. Still greater effort and further improvement will be necessary if Chicago is to meet its commitment to the strategic objectives of the Comprehensive Plan. In the coming years sections of the city must be rebuilt or rehabilitated to meet the rising expectations for living standards of all its people. New ways must be found for meeting social concerns, for strengthening capabilities and for broadening opportunities. Achieving the kind of city envisioned in the Comprehensive Plan will call for the ideas, widespread support, and involvement of all of the people of Chicago.

FAR NORTH DEVELOPMENT AREA

The map on the cover of this report shows the position of the Far North Development Area within the City of Chicago. The boundaries of the Development Area can be generally described as the city limits at Evanston, Skokie, and Lincolnwood on the north, Lake Michigan, Devon Avenue, and the Northwestern Railway embankment on the east, the John F. Kennedy Expressway and Fullerton Avenue on the south, and Pulaski Road on the west.

Fourteen of Chicago's 227 square miles are contained in the Far North Development Area. It is composed predominantly of residential neighborhoods of a wide variety of types and conditions. In addition there are large tracts of land devoted to cemeteries and institutions. In the southern part of the Development Area there is a major concentration of industry that is a part of the North Branch Industrial District, one of the largest employment centers in the city.

Some 318,000 people lived in the Far North Development Area at the time of the 1960 Census. While this represents a small increase over the population recorded in 1950, growth took place only in the northwest part of the Area. The rapid pace of new development in the northwest offset the decline in population experienced in the older communities in the eastern and southern parts of the Development Area. The Development Area includes all of the traditional community areas of Rogers Park, West Ridge, Lincoln Square, and North Center. Substantial parts of North Park, Albany Park, and Irving Park are also in-

cluded, as are small parts of Lincoln Park, Logan Square, and Avondale.

Early settlement patterns within the Far North Development Area were typical of the development of Chicago. The first settlements related to job opportunities as industry followed the river and the railroads. These settlements also reflected the tendency of people to group according to religion or national origin. Improved transportation has reduced the importance of nearness to jobs while the concentrations of ethnic groups have diffused with subsequent generations, though not entirely. A concentration of Jewish people remains in the communities in the north and similar groupings can be found among those of Oriental, Spanish-speaking and rural, often Appalachian, backgrounds who are among the most recent newcomers to the Development Area.

The locations of the earliest settlements are now characterized by small concentrations of aging and deteriorating housing. The quality of most of the housing in the Development Area, however, is good. The northern section of the Area was the scene of much development after the Second World War. Construction of new apartments and townhouses continues there and in Rogers Park to the east. Between the extremes, most of the housing supply was built by 1930. Continued attention to maintenance and modernization is of growing importance throughout the Area.

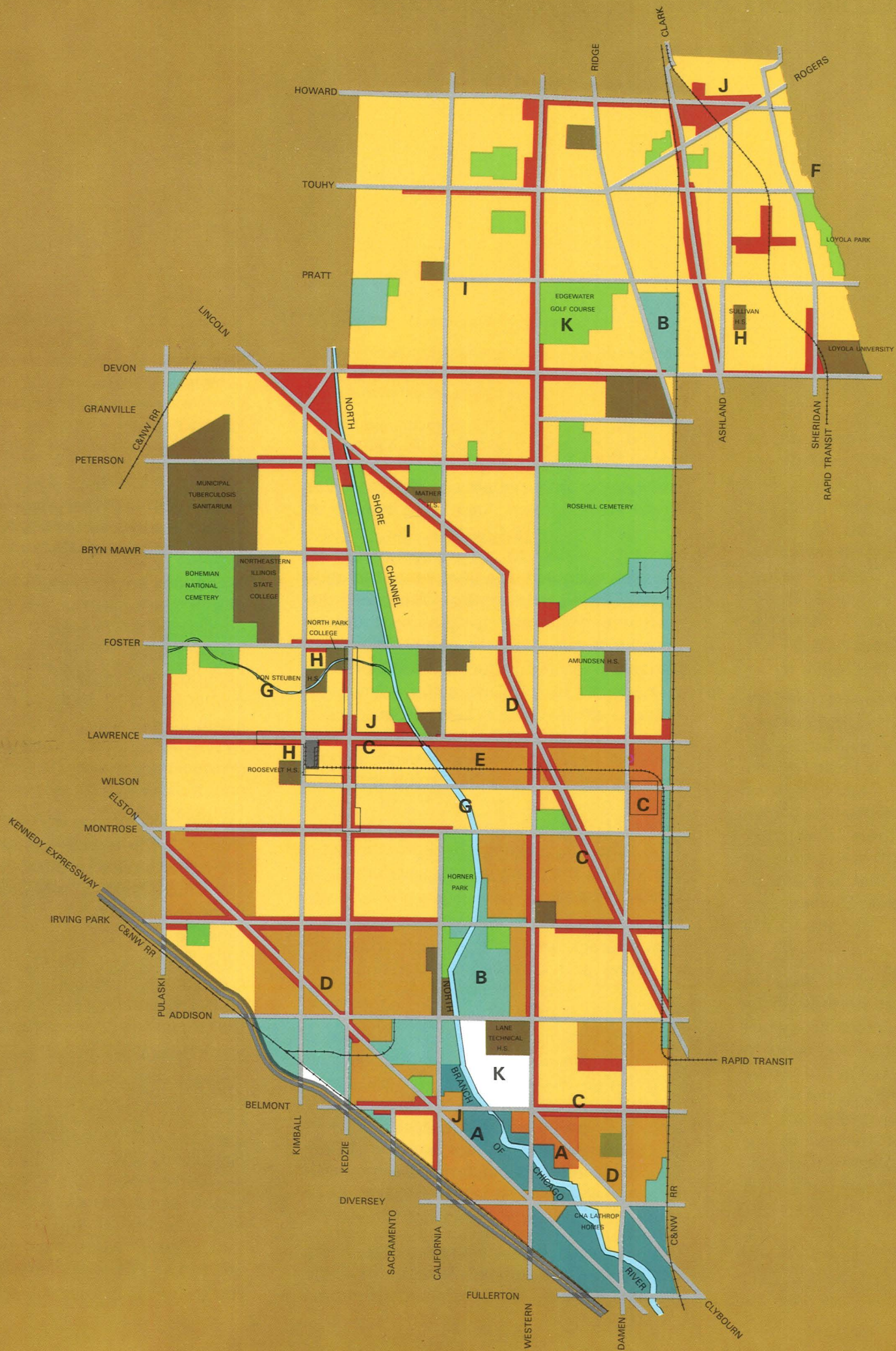
One of the most significant features of the Far North Development Area is the large amount of land devoted to institutional

uses. More than 400 acres are in cemetery use. There are three colleges, one university, six hospitals, the Municipal Tuberculosis Sanitarium, homes for children and the aged, and correctional institutions within the Development Area.

The North Branch of the Chicago River is one of the major features of the Development Area. The North Branch offers great opportunities for recreation and beautification improvements. A number of parks, elementary and high schools, and other institutions are now located on or near the river. The expansion of recreation facilities needed throughout the Development Area can build upon these important existing features.









Many of the business frontages that line the major streets of the Development Area show increasing signs of obsolescence with rising vacancy rates and declining maintenance. The amount of land now used for business is excessive. At the same time, many major streets do not have the capacity to carry present traffic loads. This causes the circulation of undesirable traffic through residential areas.

The Far North Development Area is not in need of the major improvement programs called for in other parts of the city. However, the need for improving the systems for moving people and goods and achieving the proper allocation of land for business, industry, recreation and institutions is important. These issues must be discussed in arriving at a development policy for the Far North.



Planning Framework

Characteristics Far North Development Area

Residence in Good Condition	
Residence in Need of Some Improvement	
Residence in Need of Major Repair	
Business Concentration	
Industry in Good Condition	
Industry in Need of Some Repair	
Park	
Institution	
A Mixed Residential and Industrial Uses	
B New Industrial Development	
C Obsolete Commercial	
D Diagonal Street	
E Rapid Transit at Grade	
F Inadequate Lakefront Facilities	
G Potential for River-Oriented Recreation Development	
H High Schools Lacking Open Space	
I Well Maintained Residential Community	
J Housing and Environmental Problems	
K High Potential for Redevelopment	

Objectives

Improvement programs in the Far North Development Area should be directed toward the following objectives. These objectives are consistent with the improvement plan component of the *Comprehensive Plan of Chicago*:

1. Develop programs of maintenance and beautification in all of the residential neighborhoods of the Far North Development Area. Use available programs of rehabilitation and conservation in those residential areas which are beginning to show signs of deterioration. Preserve and strengthen the basic patterns of housing types and densities now existing in most of the Area.
2. Provide additional recreation space and facilities where needed by developing the park-mall approach of the *Comprehensive Plan*. Programs focusing on the improvement of the lake shore and the North Branch and North Channel of the Chicago River should be given high priority.
3. Modernize and expand educational facilities placing special emphasis on the need for larger school sites and school-park combinations. Broaden and strengthen educational programs for all age and ability groups in the community and increase the use of school facilities in evenings and on non-school days.
4. Provide for the orderly improvement and expansion of the many public and private institutions in the Development Area, seeking the best relationships between institutional complexes, public open space, community facilities, and residential communities.

5. Expand community facilities and strengthen public and private social programs. Place particular emphasis on the needs of youth and the elderly. New approaches are needed to respond to the needs of new population groups as they join existing communities.

6. Develop modern business centers with adequate off-street parking in those areas where present patterns of business street frontages are becoming obsolescent and have high vacancy rates and physical deterioration.

7. Develop programs for older industrial concentrations that will permit building improvement and plant expansions, adequate parking and loading facilities, and a better working environment.

8. Effectuate the *Comprehensive Plan* improvement programs for corridors of high accessibility and major streets to provide for the orderly movement of traffic and the protection of residential neighborhoods from undesirable intrusions. Improving rapid transit service in the corridors of high accessibility will be a major factor in meeting this objective.

The attainment of these objectives will in large measure be dependent upon their coordination with proposals made for adjacent development areas. It is hoped that active community interest and involvement in planning the future of the area will expand cooperation with public agencies in guiding public and private programs affecting the physical and social structure of this part of the city.

Existing Conditions
and Recommendations

Population Characteristics

The 318,000 people living in the Far North Development Area in 1960 represented approximately eight per cent of Chicago's total population. A large proportion of Far North residents were first and second generation people of foreign extraction. No single group of foreign stock predominated, but the most frequent nationalities were Russian, German, and Polish, with a Swedish concentration in Lincoln Square.

In comparison with the city as a whole, the Far North had a smaller proportion of children under 18, and a larger proportion of adults over 65. Education levels were at or above the city median, except in North Center. There, and in Albany Park and Irving Park, a smaller than average proportion of the population had four or more years of college. Family income was above the city median in all communities of the Development Area. In general, the northern parts of the Area contained families with above average incomes, high educational levels, and professional and managerial occupations. Factory and service workers were more usual in the southern sections, and education and income were proportionately lower.

Most of the Development Area saw a decrease in population from 1950 to 1960. Estimates indicate that by 1966 only West Ridge was experiencing population growth. The socio-economic patterns of 1960 remain largely the same today. As younger families have moved out of the Development Area, there has been a decrease in the Jewish population, which is most noticeable in East Rogers Park and Albany Park. The population of these areas has become increasingly non-Jewish, older, less mobile, and less affluent. The most recent newcomers to the Development Area are the Spanish-speaking and those of rural, often Appalachian, backgrounds.

Residence

In 1960 there were 115,348 housing units in the Far North Development Area. Housing types ranged from single-family homes on large lots to high-rise apartment buildings. Smaller homes, row-houses, and walk-up apartment buildings are the more common housing types found throughout the Area. The quality of housing is generally good. Only 8,104 housing units were considered deficient* in the Census of 1960, or seven per cent of the total.

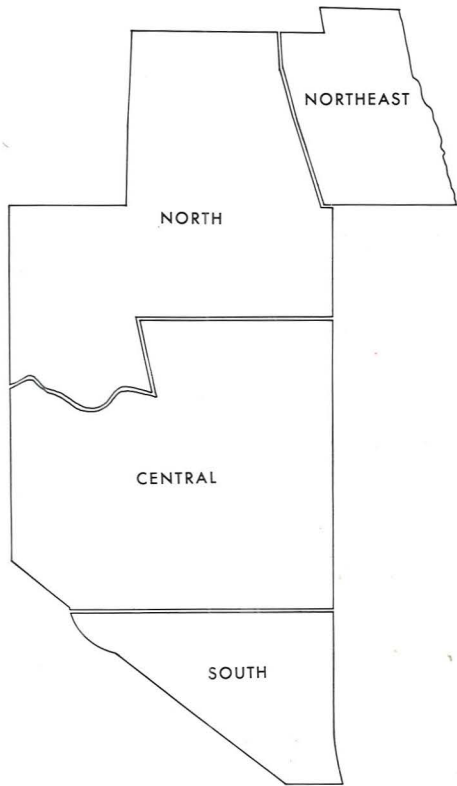
For discussion purposes, the Far North Development Area has been divided into four sub-areas:

- A South Sub-Area includes all of the Development Area south of Addison Street.
- A Central Sub-Area includes the area north of Addison Street to the North Fork of the Chicago River west of the North Branch, and to Bryn Mawr Avenue east of the North Branch.
- A North Sub-Area includes all of the Development Area north of the North Fork-Bryn Mawr line and west of Ridge Avenue.
- A Northeast Sub-Area includes the area east of Ridge Avenue: the traditional community area known as Rogers Park.

The following table indicates housing conditions as of the 1960 Census of Housing in the four sub-areas:

Areas	Population	Housing Units	Percent Deficient	Owner Occupied	Number Deficient
Total	318,418	115,348	7.0	36,395	8,104
Northeast	56,892	24,523	5.4	2,781	1,327
North	80,875	26,094	1.5	12,622	163
Central	147,113	53,024	9.2	17,503	4,925
South	33,538	11,707	14.3	4,079	1,679

*Deficient housing units include the following Census categories: sound units lacking some or all plumbing facilities, all deteriorating and dilapidated units.



The South Sub-Area

Industrial land uses dominate the part of the Far North Development Area south of Addison Street. A mixture of residence and industry, the complicated circulation patterns caused by the river, rail lines and diagonal streets, and the age of most of the structures create environmental problems. However, while 14.3 per cent of the housing units in this sub-area were considered deficient in 1960, most of the housing is well maintained. The irregular pattern of short streets helps to build a sense of neighborhood and privacy which is strengthened by the presence of many well maintained yards and pleasant small homes.

In this sub-area the mix of residence and industry should be reduced to a more acceptable arrangement of land use patterns. Goals, priorities, and timing for such a program should be determined through joint planning at the local level.

Lathrop Homes, along the east bank of the river is one of the most attractive developments of the Chicago Housing Authority. This development includes 1,105 apartments with well planned and well maintained open space and is an asset to the community. Lathrop Homes was recently selected for an award by the Chicago Beautiful Committee.

The age, type of construction and mix of land uses in the south sub-area suggest that continuing care must be taken to make sure that these neighborhoods do not deteriorate. Code enforcement programs can be of assistance, and park and school improvement programs can be valuable public inputs.

The Central Sub-Area

Single-family homes and two-flat buildings are the dominant housing types in the central sub-area of the Far North Development Area. Larger apartment buildings are often found on corner lots. Most of the housing in this sub-area was built more than fifty years ago. Maintenance is generally good with only 9.2 per cent of the housing considered deficient in 1960. Condition varies however from less than two per cent deficient housing in one census tract west of the river to as high as 70 per cent deficient in another census tract adjoining the Northwestern Railroad embankment at the eastern edge of the Development Area. The neighborhoods on either side of the North Branch of the Chicago River in this sub-area are well maintained, with attractive homes along tree lined streets. Both playlots and river-edge parks add to the quality of these areas.

The more densely populated parts of the central sub-area have parking problems, a need for additional recreational space, and some buildings that are both overcrowded and not well maintained. The correction of these conditions is important to the entire sub-area. Programs emphasizing code enforcement and rehabilitation can help to strengthen the individual and group efforts already underway. The Department of Urban Renewal has recently approved the survey and planning of a re-development

project along the south side of Wilson Avenue from Damen Avenue east to Paulina Avenue. About ten acres of this study area lie within the Far North Development Area. The Wilson-Ravenswood DUR study area would provide campus expansion for the Ravenswood Hospital, some new shopping, and additional space for the Ravenswood YMCA.

Throughout this sub-area, programs for the expansion of recreation space, the improvement of schools and other community facilities, the reduction of traffic and parking problems, and the improvement of business areas are needed to support efforts to preserve the generally pleasant and quiet character of this sub-area. Another DUR study area, Lawrence-Kedzie, will remove the blighting influence of obsolete commercial structures in the immediate area. Redevelopment here should make possible the clustering of retail activities as well as some new housing.



The Far North Area contains a variety of attractive residential sections—single family homes along tree-lined streets, as well as interesting neighborhoods of row houses and apartments.



The North Sub-Area

The residential types here range from concentrations of medium density multi-family apartment buildings in the south and east to single-family homes on fairly large lots in the north and west. The residential quality is generally excellent. Owner-occupancy in the 1960 Census was high and there was very little deficient housing. The single-family neighborhoods close to the North Branch of the Chicago River and the North Shore Channel are especially pleasant. The area is quite well served by parks. The many institutions in the south are also attractively developed, providing variety and pleasing open space.

In recent years there has been a trend towards apartment construction in the outlying parts of the sub-area. Winston Towers is an example of this type of development. New industry in the suburbs to the north and west has no doubt had a positive effect on the area's desirability. Proper controls, good site planning and high architectural standards will ensure that the present agreeable environmental character of this sub-area is retained. Increased community facilities, such as neighborhood parks which might be related to the expansion of local schools will also be needed to serve the increasing population.

The Northeast Sub-Area

The northeast sub-area, the community area known as Rogers Park, has long been one of the most desirable residential communities in Chicago. Its lakefront situation and its easy accessibility by rapid transit from the central area of the city have contributed to the community's continued popularity as a place of residence.

Original construction of single-family homes was followed in the 1920's by ex-

tensive apartment developments generally along the rapid transit line and lakefront. Unfortunately, the speculative nature of these developments resulted in excessively high land coverage.

Newer apartment buildings and townhouses are scattered throughout the sub-area. Many of these structures have replaced large single-family homes, continuing a trend towards higher land coverage and increased population density.

Small pockets of residential deterioration reflecting aging, insufficient maintenance, high land coverage, and a high tenant turnover are found in various parts of Rogers Park. Of special concern is the detrimental effect of the declining commercial strips upon adjacent residential neighborhoods. An example of this problem is found in the area north of Howard Street and west of Sheridan Road. The Rogers Park Community Council has assumed a leadership role in tackling the many and varied problems that face the community, and in 1966, published a basic policies statement which stressed the need for conservation and selective rebuilding within the community.

Particularly noteworthy in Rogers Park is the pleasant residential section between Sheridan Road and Lake Michigan with its mixed development of high-rise buildings and single-family homes, tree-lined cul-de-sac streets, and street-end beaches. Preservation of the remaining lower density housing and maintenance of a mix of high and low-rise buildings in future developments should be encouraged. Improvement plans for the lakefront in the Rogers Park area, discussed in the recreation section that follows, must show special concern for the local recreational needs of this community while properly treating the lakefront as a major asset of the whole Chicago area.

Two areas of housing need should receive special attention in the Far North Development Area. Despite some recent construction, there is a growing demand for housing that meets the needs of elderly people in a variety of economic circumstances and in varying states of health. The second special need is for moderate income housing units for families with large numbers of children. Conversions and demolitions of older buildings reduced the supply of such units and little recent building has been of this type.



The northern part of Rogers Park needs improved building maintenance, more off-street parking, and open space to offset aging and high land coverage.

Recreation

The Far North Development Area is a priority area for the development of local parks in terms of the standard of two acres per thousand people set by the *Comprehensive Plan of Chicago*. The total acreage of the 49 parks, playgrounds and private beaches in the Development Area is 328 acres, or approximately one acre of recreational space per thousand people.

At the same time the Plan notes that quality and distribution are more important considerations than acreage alone. The Development Area is fortunate that much of its existing park land is in the form of well distributed small neighborhood parks.

The parks range in size from 0.1 to 54 acres. Twenty of them occupy full city blocks or more. Eighteen contain fieldhouses making them useful on a year-round basis. The great variety of design of the parks offers many examples to be followed elsewhere. Indian Boundary Park in the north sub-area is an outstanding example of neighborhood park design. It is familiar to many residents of the Development Area because of its small zoo.

The Development Area contains two major features which provide the basis for development programs of park expansion and community beautification. They are the lakefront in the northeast sub-area and the North Branch of the Chicago River and its North Shore Channel which run through the other sub-areas.

The North Branch waterways are important features which should be made the focal point of a park system serving much of the Development Area. Five of the ten largest parks in the Development Area are adjacent to these waterways, and while their design tends to treat the river more as a hazard than as a desirable asset, they provide a potential starting point for the system. In addition to these parks, large tracts of riverbank lands are owned by the Metropolitan Sanitary District which leases some of them to the Chicago Park District. It is recommended that the remainder of these tracts, much of which is presently vacant, be made available for community recreational use.

In addition to the local parks, opportunities for adding special activities and points of interest to an organized greenway system are offered by the many schools and institutions located on or near the waterway.

The condition of the waterway and its banks will be a major determinant in the quality of recreational opportunities in the Development Area. This will require continuous improvement throughout the length of the waterway. The recent sale of Riverview Amusement Park for private renewal affects the potential of the river for recreation. Here, a strip of the riverbank should be acquired or set aside for public use. The older industrial areas south of Addison Street now detract from the potential of the river for pleasure boating by their appearance, and by the treatment of their river banks.

The potential for developing continuous river-side walks and a park system related to the North Branch is examined further in the environmental patterns sections of this report.

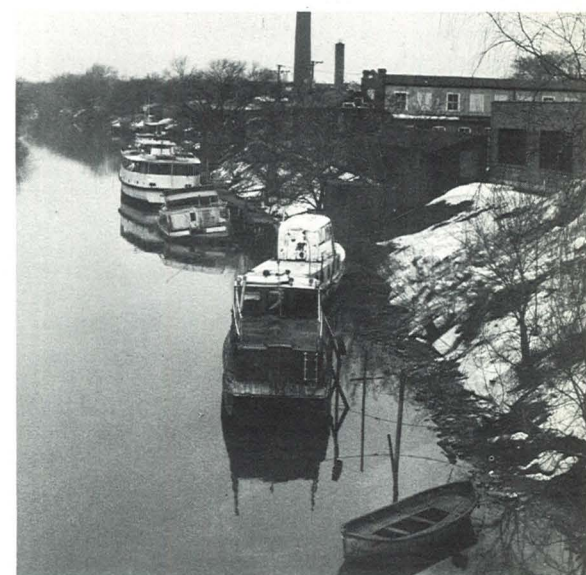
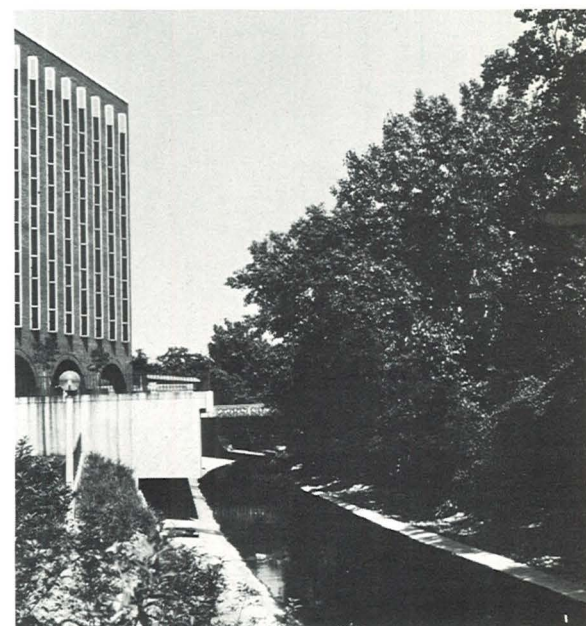
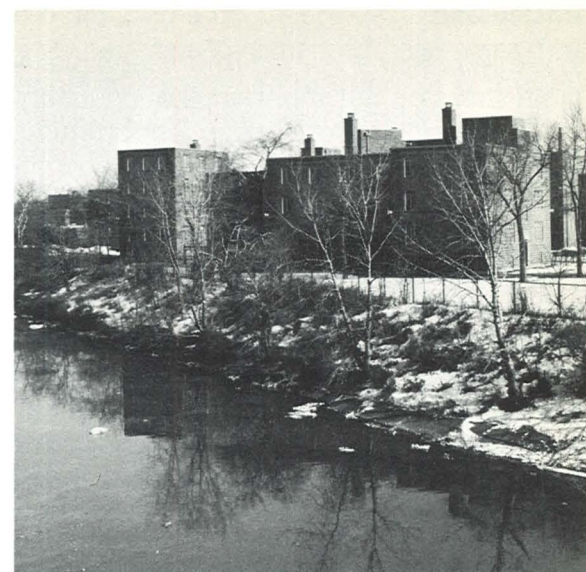
Another important opportunity in the Far North Development Area for recreation space development is the almost two-mile stretch of lakeshore in Rogers Park. The future of the entire lakeshore of Chicago is the subject of the Chicago Lakefront Study presently under discussion; its preliminary conclusions suggest that the basic goal of lakeshore development in the Rogers Park

area should be the creation of a continuous strip of public recreation land which will require the acquisition of all riparian rights. This will allow for a wide variety of activities, possibly including boating with its associated mooring facilities, while still ensuring an attractive relationship of residential areas to the lakefront. The application of the park-mall concept here will help to extend the influence of the lakefront inland.

In addition to improvements in the Far North's lakefront and river system, provision of additional parks, playgrounds, and field-houses in interior portions of the Development Area must be made. Here, public recreation space is notably deficient. Small playlots alone do not suffice in such areas, and a variety of parks must be created to contain a wider range of facilities. The Chicago Park District is continuing its efforts to co-ordinate programs with the needs and desires of the various communities. The greater use of shared school-park recreational facilities could help relieve recreation needs in deficient areas, and the development of new parks should be co-ordinated with the planning for schools.



Indian Boundary Park is directly related to the apartment buildings fronting on it, with partial closing of intervening streets. It is an excellent example of how an interesting, well-landscaped small park can be related to a residential area.



The North Branch of the Chicago River extends through the Far North Area. Some sections of the river banks are attractively landscaped. Other parts are undeveloped, cluttered with unsightly refuse, or occupied by industry. This report recommends cleaning and landscaping the river banks in both residential and industrial areas and providing continuous walkways. Additional parks could also make better use of the river's scenic and recreational potential.

Education

The *Comprehensive Plan of Chicago* places great stress on the importance of education in the expansion of human opportunities and the improvement of the quality of life for all of the people of the city. The Chicago Board of Education is now engaged in a city-wide program of long-range planning, based on enrollment projections and careful evaluation of the ability of existing facilities to support future program needs. The provision of high quality education can bring renewed vitality to communities and encourage more families to remain in the city.

Thirteen of the 31 elementary schools in the Far North Development Area are more than fifty years old and most of the schools in the Development Area lack adequate playground space. Except for a few schools in the southern section, overcrowding is not a major concern to date. In the southern half of the Development Area the school age population has increased in recent years at a rate of more than two per cent per year. A continuing increase is anticipated and this will call for the construction of new schools or school additions in the area in the next few years. In the Development Area, the five schools that are more than seventy years old should be replaced and varying degrees of modernization are needed in many of the others. The expansion of playground space, needed in almost every instance, will require the coordination of these school programs with the park expansion programs discussed earlier.

Of the six public high schools in the Development Area, five have enrollments exceeding the capacities for which they were designed. These five are also in need, in varying degrees, of more modern facilities and equipment. Two have almost no outdoor recreation space and one other is deficient in this respect.

Mather High School, built in 1960, is adjacent to a fourteen acre park. The advantages of relating school and park sites are well illustrated here. Lane Technical High School serves students from all of the north side of the city. It focuses on students who will pursue technical subjects in higher education and on the training and education of future skilled craftsmen. It is the largest high school in Chicago with an enrollment of more than 5000 students. With well maintained buildings and a present site of more than thirty acres, the principal need at Lane will be for continued modernization of equipment and facilities.

Nearly thirty thousand pupils in the Development Area were enrolled in public schools in 1967, and an additional seventeen thousand were enrolled in parochial schools.

Higher Education

One public and three private institutions of higher education are located in the Far North Development Area. Loyola University and Mundelein College occupy adjacent lakeside sites running north from Devon Avenue. North Park College is located on the North Branch of the Chicago River at

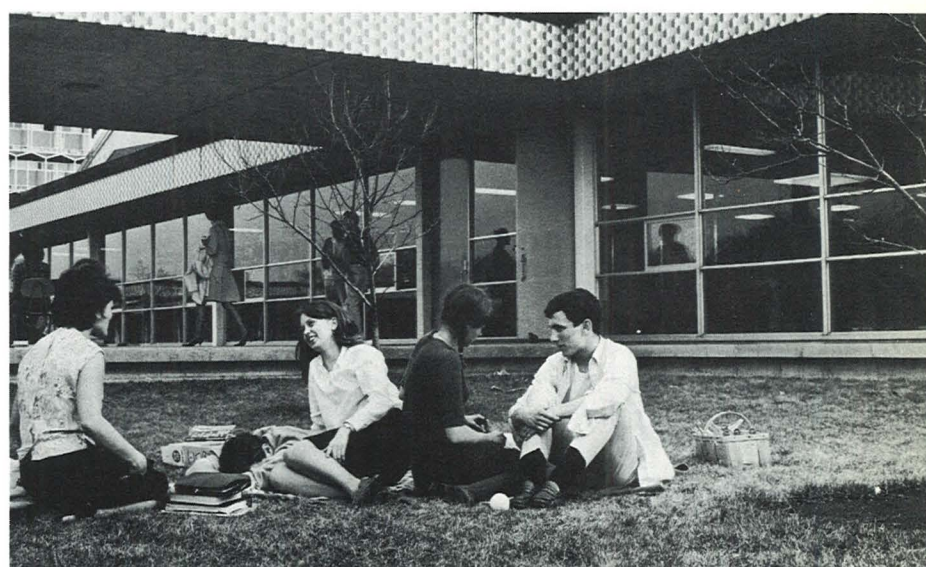
Kedzie and Foster avenues. Northeastern Illinois State College, formerly Chicago Teacher's College-North, is located in modern buildings at St. Louis and Bryn Mawr avenues. Chicago's two educational television stations, channels 11 and 20, are located immediately south of the state college campus. Each of the four institutions is engaged in long range planning for continuing programs of improvement and expansion. In each case the Department of Development and Planning is providing planning assistance. The largest program will be that of Northeastern Illinois State College. It is presently charged with the task of tripling its capacity to serve an enrollment that is expected to reach 15,000 students. Traffic, parking and other concerns associated with such expansion programs demand very serious attention, on the part of the city as well as the institutions involved, to develop an orderly framework reflecting both public and local interests.

Libraries

There are four large library-owned branches in the Far North Development Area, three of which are new, and one of which is a regional branch. Two other branches operate in rented facilities which, according to the *Comprehensive Plan*, should be accommodated in library owned buildings. All of the Development Area, excepting only a small portion in the northwest corner of West Ridge, is within the recommended one-mile service radius of a public library.



Roosevelt High School is overcrowded and without adjoining open space. Other older school buildings in the Area share these problems.



Northeastern Illinois State College is in the Far North Area. Future plans must provide for the growth of the variety of institutions which serve the entire city and add life and interest to their surrounding communities.

Social Programs

While the Far North Development Area does not exhibit the extent and depth of problems which give priority to other areas of the city, the Area's changing population composition and age structure affect the quality of life and demand that attention be given to the provision of appropriate services and facilities.

Various public services are available in the Development Area through the local offices of the Social Security Administration, the Illinois Department of Labor's Division of Unemployment Compensation, the Cook County Department of Public Aid and the Chicago Board of Health. The Board of Education and the Chicago Park District also provide after school and vacation programs for the school-age population and for adults. In addition, the 1966 *Social Services Directory* of the Welfare Council of Metropolitan Chicago lists some 20 private agencies in the Area. Some of these are institutions which serve an area larger than the Far North.

Institutions include the Booth Memorial Hospital and Home for Unmarried Mothers, a number of convalescent homes and homes for the elderly, the Chicago School for Retarded Children and the Virginia Frank Child Development Center for emotionally disturbed children, run by the Jewish Family and Community Service. Lawrence Hall, a residential school for emotionally disturbed boys, is planning a campus expansion to provide space for amalgamation with its south side branch. Other services include social centers, boys' clubs, day care centers and health facilities.

Many of the religious, social service and youth facilities have been provided by the Jewish population and as the size of this group has decreased, so has the number of these organizations. Fortunately, the remaining Jewish organizations are making important contributions to both new and old residents of the Area through their social, recreational, and guidance programs. They are recognizing the special and increasing needs of aging people often living on marginal incomes and lacking mobility, of the young who are in need of increased opportunities for leisure time use, and of growing numbers of less affluent families, some of them with only one parent. There is, nevertheless, a vacuum created by the

reduction of these services which public agencies and community and civic groups should be encouraged to fill.

Any new or reorganized social programs should build upon the work already being done to meet the needs of the changing population. The elderly need more home based services as they are less able to travel. The number of working mothers in most parts of the Development Area indicates a need for child care services. A recent study by the Welfare Council of Metropolitan Chicago has emphasized the need for day care, especially for children under three. Such facilities should be provided at low cost to serve the substantial numbers of less affluent families scattered through the Area. Services should also take account of the needs of new residents, some of whom are from rural backgrounds. While areas such as Albany Park may represent a second location within the city for many of these families, and while they may be economically more stable than those newly arrived in Chicago, many are still relatively unfamiliar with urban living skills.

From 1962-65, juvenile delinquency rates¹ increased in those Far North communities that experienced the greatest population changes. Rogers Park, West Ridge, and Albany Park showed delinquency increases of 0.5, 0.3, and 1.7 per cent respectively over the period 1958-61, while the city as a whole showed a decrease of 2.9 per cent. Two units of the Chicago Commission on Youth Welfare are active in the Far North Development Area: the intensive Upper North Unit, covering Rogers Park and the Uptown community in the North Development Area, and the non-intensive Northwest Unit covering the remainder of the Far North plus the northwest extremity of the city. It is proposed that an intensive unit be established to serve portions of the Far North where youth problems are increasing, where depth coverage is not presently available, and where the work of local community organizations provides a foundation for such services. The youth referral program established by the North River Commission is a fine instance of community organization activity in this field. College students, social workers, youth

¹The rate equals the number of male individuals brought before the Family Court of Cook County on delinquency petitions during the years 1958-61 and 1962-65, per 100 male population 12-16 years of age in 1960. Source: The Institute for Juvenile Research.

officers of the Chicago Police Department, and the clergy helped process over four hundred referrals from July 1966 through June 1967.² Programs of this type, which are locally sponsored and staffed, can be very effective in dealing with social problems and should be given community-wide support in other neighborhoods in the Development Area.

There are six privately operated general hospitals in the Far North Development Area: Doctors' General, Bethesda, Ravenswood, Swedish Covenant, Sydney R. Forkosh, and Martha Washington. Some provision is made for the low-income families in the Area. Doctors' Hospital runs a general outpatient clinic for the medically indigent in the zone between Devon Avenue and Howard Street. Swedish Covenant Hospital accepts some free cases, but the need for such facilities is increasing. The Chicago Board of Health operates an Infant Welfare Station in the Lincoln Square Community Area, and the Municipal Tuberculosis Sanitarium is located at 5601 N. Pulaski.

Public Safety and Health

In recent years city government agencies have been called upon to play more important and positive roles in a wider range of safety and health fields. For example, the establishment of the Department of Air Pollution Control indicated the growing concern with environmental health — the purity of air, water, and land. The programs of the long-established health and safety agencies, the Police and Fire departments and the Board of Health, have been broadened to include positive social and educational services, as well as crime, fire, and disease prevention. These agencies have emphasized the idea that public safety and health are not the responsibility of government alone. They have initiated programs to encourage citizen support and involvement—for example, the Police Department's program to secure the aid of citizens and community organizations in crime prevention.

The Far North Development Area does not have a high crime rate. The number of beats in District 17, which covers the area to the west of the Chicago River, is the third

²In 1968 the detached worker program of the Y.M.C.A. is expected to be included in the North River Commission's Program.

lowest in the city. Figures for districts 19 and 20, parts of which cover the eastern section of the Development Area, are higher because they include Uptown, where crime rates are higher. As part of the Police Department's improvement program, a new combined area and district headquarters is projected for the northeastern section of the city. This station, to be located inside the eastern boundary of the Development Area, will replace one of the two existing district stations in the Area.

The Development Area is at present served by eleven fire stations. As part of the Fire Department's modernization program seven of these will be replaced by three new comprehensive facilities which will increase efficiency.



In sections where industry and housing are mixed, especially in the southern part of the Area, employee parking congests residential streets.

A new Far North industrial area, with well-designed buildings and off-street parking, is quite compatible with nearby residential sections.

Industry

While industrial operations are found along many of the major streets in the Far North Development Area, three significant concentrations include more than 200 firms that employ a total of more than 25,000 people. The largest of these concentrations is the northern part of the North Branch Industrial District. From the southeast corner of the Development Area, industrial lands follow the North Branch of the Chicago River to a point north of Irving Park Road. Nearly two-thirds of the industrial employment in the Development Area is accounted for in this concentration.

The southern half of this area is composed generally of aging and obsolescent structures. A lack of space for expansion, inadequate parking and loading facilities, and environmental problems detract from its locational advantages. Further south in the part of this industrial district included in the North and Central Development areas, similar problems of even greater magnitude are being met through a cooperative private-public effort between the Northtown Industrial Management Club and the Mayor's Committee for Economic and Cultural Development. A program of the same nature would help both industries and nearby residential areas in this part of the Far North Development Area. Limited use is made of the river in this section and some of the industries here use the river-side areas as processing areas or dumping grounds.

The part of the North Branch industrial concentration north of Belmont Avenue is newer and reflects contemporary industrial

standards. Here, there is room for expansion, off-street parking and loading, and an attractive environment that often includes good landscaping. The 74 acres of land formerly occupied by Riverview Amusement Park are included in this area and offer excellent potential for development in new industrial or commercial uses. The half-mile of riverbank included in this tract should be developed with walkways and sitting areas for public use. It should serve as a prototype for improvement all along the river in both industrial and residential sections.

Two other concentrations of industry relate to rail service. In the southern part of the Development Area is an 80-acre industrial triangle bounded by Kedzie Avenue, Addison Street and the Kennedy Expressway. This area is served by the Northwestern Railroad. Along the Northwestern Railroad's embankment in the east there is a corridor of industrial uses. Many of the plants here are aging and there are problems of parking and loading that affect nearby neighborhoods. A triangular area in the eastern corridor north of Devon is developed with modern industrial plants.

The scattered industrial uses that are found along main streets in the remainder of the Development Area are often the result of less desirable uses filling voids left by the departure of businesses from these streets. Some of these industries are good neighbors and employ nearby residents, while others are a blighting influence. Planning and development policies determined at the community level will be the means for approaching local problems such as these.



Business

Business concentrations in the Far North Development Area can be grouped into three types for purposes of discussion: traditional ribbon development, modern ribbon development, and planned shopping centers.

The traditional ribbon development, or strip, is common to most parts of Chicago that were built up more than twenty years ago. The haphazard relationship of one store to another, the shortage of off-street parking, and a trend toward fewer and larger stores, have made these strips obsolescent. Increasing vacancy rates and declining maintenance have accelerated this trend. In the Far North Development Area extensive parts of Belmont Avenue, Irving Park Road, Montrose Avenue, Lawrence Avenue, Clark Street, Kedzie Avenue, Pulaski Road and Elston Avenue are ribbons of this type. A systematic distribution of neighborhood and community level shopping centers is proposed in the *Comprehensive Plan*. It is possible to develop gradual but orderly processes that will permit needed businesses to make the change to this more modern and more competitive form.

Newer, better organized, and less dense business strips are found along the major east-west streets in the northwestern part of the Far North Development Area, primarily Peterson, Devon and Touhy avenues. Uses here include business and professional office buildings as well as stores and restaurants. Many of the buildings are relatively new and attractive. Off-street parking is often provided, but this is generally done on a building by building basis that requires a pattern of driveways which are causes of traffic congestion.

Two planned shopping centers have been built at the northern edges of the Far North Development Area. Lincoln Village, at Lincoln Avenue and McCormick, was one of the first planned shopping centers in Chicago, and is one of the eight community level business centers cited in the *Comprehensive Plan* as meeting contemporary standards with functional, clustered design and adequate off-street parking. The other center that meets contemporary standards is the Howard-Western neighborhood business center.

Older, traditional business strips in the Development Area will find the provision

of off-street parking and the grouping of stores in convenient patterns in increasing demand by the consumer. Approximately 25 centers of business concentration can be identified in the Development Area. In addition to the two modern centers, at least five others have begun the work of adjusting to meet modern standards. The form of modernization of stores and new construction that is taking place in these centers is typified by recent improvements at the Howard-Paulina center where a small convenience shopping center has been established next to the rapid transit

station. A new office building and a modernized bank provide off-street parking, and a "park and ride" facility has been developed in conjunction with CTA rail and bus terminals.

Similar efforts are much needed in at least fifteen other places; private initiative can and should lead the way. In the Lawrence-Kedzie vicinity the Department of Urban Renewal has established a study area with the purpose of assisting in the consolidation of shopping uses and the provision of necessary off-street parking.



Small, well-designed office and commercial buildings constructed along Peterson Avenue in recent years have made this one of the city's most attractive major streets.



This older section has been well-maintained. There are few commercial vacancies in this small business center. Repairs and modernization will become increasingly important as the neighborhood ages.

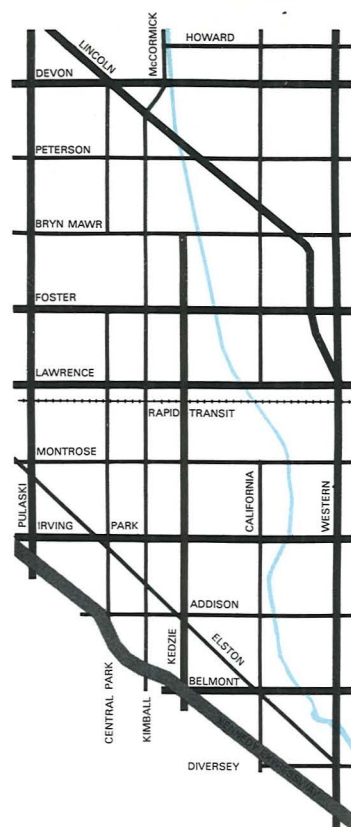
Transportation

Many of the streets in the Far North Development Area are heavily travelled. Those that should function as distributors of traffic to and from the Kennedy and Edens expressways and Lake Shore Drive do not now have adequate capacities, and many streets that should serve only local neighborhood functions are now used by through traffic. In addition, Lincoln and Elston avenues are diagonal streets that create problem intersections in many parts of the Development Area.

The *Comprehensive Plan's* improvement plan for transportation calls for the up-grading of a grid system of major streets to distribute expressway traffic and provide a high level of service throughout the city. In the Far North Development Area, Fullerton Avenue, Belmont Avenue, Irving Park Road, Lawrence Avenue, Foster Avenue, Devon Avenue and Touhy Avenue are the east-west streets, and Clark Street, Ashland Avenue, Western Avenue, Kedzie Avenue, and Pulaski Road are the north-south streets included in this plan. In addition, the remaining streets in the Area that make up a grid at half-mile intervals will require up-grading wherever possible to act as secondary thoroughfares, and to provide for the maintenance of a high level of public transportation service. While improvement to major street capacities will often require the widening of streets, the improvement of secondary thoroughfares will generally be possible within present rights-of-way. The de-emphasis of diagonal streets is also an important component of the major street plan, as irregular intersections seriously reduce the capacity of the planned system. As the improvement plan states, the design of these improvements will vary from one area to another and will be determined by studies at the Development Area level.

Several of the issues arising in transportation studies in the Far North Development Area are illustrated on this page. While Devon Avenue is included in the major street plan, studies in both the North Development Area and in this Area suggest that Peterson Avenue might be made to serve the same purpose at a comparatively lower cost. The merits of each of these alternatives will be studied in detail before major improvements are programmed.

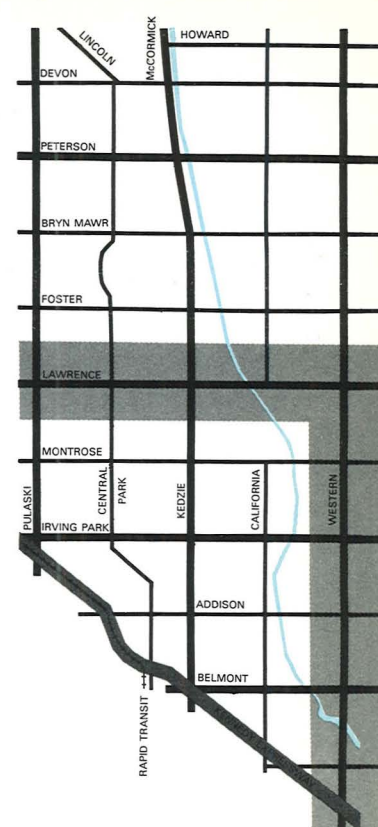
A second issue involves the comparative



EXISTING



ALTERNATIVE A



ALTERNATIVE B

treatments of Lawrence and Foster avenues. While the major street plan includes both of these streets, Foster Avenue is to be improved as a part of the State of Illinois' major highway system, and the improvement of Lawrence Avenue is to be related to other community improvements. This difference in both means and priority may require the development of very high design standards for Foster Avenue if traffic needs are to be met. The location of high-traffic generators such as Northeastern Illinois State College will affect the design of Foster Avenue as well as the possible relocation of the Ravenswood line of the Chicago Transit Authority.

The third issue, concerning alternative means of developing continuity of service with areas beyond the limits of Chicago, is illustrated by the case of McCormick Boulevard and Kedzie Avenue. For those streets that are to be incorporated in the state major highway system, the State of Illinois Highway Division will coordinate design. Occasionally the examination of existing conditions in each development area will show that the half-mile grid of secondary thoroughfares cannot be uniformly applied.

In the Far North Development Area, several of these streets are not now continuous and others are not wide enough to meet design requirements. Where this occurs, the level of service needed in each area will be examined and alternatives proposed. For example, Kimball Avenue is suggested as an alternate to Central Park in much of the Development Area.

The development of expressway and major street plans for Chicago must remain a dynamic function. As better information about future needs is developed, plans will be altered to meet those needs. The present plan calls for the extension of Lake Shore Drive to Devon Avenue. This is examined in the *North Development Area Report*. The alternatives discussed in that report are considered in the comparisons of Devon Avenue and Peterson Avenue in this report. It must be recognized that a new set of circumstances may develop which would call for an extension of Lake Shore Drive to some point further north.

Rapid Transit

The *Comprehensive Plan* includes three major rapid transit proposals which will

affect the Far North Development Area. One of these is already scheduled and will be under construction soon.

The Kennedy Expressway extension of the Congress-Milwaukee CTA rapid transit line will provide service along the southern boundary of the Development Area. In addition, the Plan includes the development of two corridors of high accessibility, one east-west and the other north-south, serving this Development Area.

The east-west corridor will consist of the combined capacity of the Lawrence and Foster avenues improvements discussed earlier, and an improved Ravenswood CTA rapid transit line. The present Ravenswood line has several problems: a number of curves impair speed and comfort, its elevated sections are a blighting influence on

nearby residential areas, and its at-grade section beyond Western Avenue creates traffic conflicts. It may be possible to solve these problems and extend service to the west along Lawrence Avenue. It is recommended that the relocation of this line be planned. The *North Development Area Report* suggests that the line could run north within that Area to Lawrence Avenue where it would turn west. In the Far North Development Area, either Lawrence Avenue or Foster Avenue would be possible alignments. A new line might take the form of a modern structure in a landscaped parkway, a transit line in a depressed right-of-way, or a subway. The line should, as shown in the *Comprehensive Plan*, extend west to intersect the Crosstown Corridor.

The north-south corridor included in the Far North Development Area is to be de-

veloped at Western Avenue. It will consist of the combined capacities of Western Avenue improved as a major street over its full 23.5 miles in Chicago and a proposed rapid transit line extending from the Ravenswood Line on the north to the Crosstown Corridor in the south in the Mid-South Development Area. Here too, the form this line might take will depend on the level of service required, the areas through which it passes, and the economics of building and operating various types of facilities.

The remaining rapid transit line serving the Far North Development Area runs north and south through Rogers Park. It is presently well located and provides excellent service. Proposals for this line are limited to continuing the major programs of modernization now established by the Chicago Transit Authority.



The Ravenswood rapid transit line runs at grade west of the Chicago River, causing traffic congestion and safety hazards.

Major Capital Improvements in The Far North Development Area

The map illustrates major projects included in the 1967-1971 *Joint Capital Improvements Program*, as well as a number of additional projects scheduled since completion of the report. The Capital Improvements Program covers a five year period and is revised annually and submitted to the Chicago Plan Commission for approval. The Plan Commission, under the inter-agency planning referral procedure, also reviews each project prior to construction to insure that it is in conformity with the *Comprehensive Plan of Chicago*.

The projects identified on the map are at three different stages of development: projects recently completed, projects underway, and projects proposed within the next five years. Some Area-wide projects, such as the recently completed comprehensive alley lighting program, are not mapped.

There are four major studies currently underway in the Far North Development Area: grade separation at Western Avenue under the C&NW Railroad; street improvement at Irving Park Road and Ravenswood Avenue, and the Department of Urban Renewal's study areas, Lawrence-Kedzie and parts of Wilson-Ravenswood. In addition, several public agencies have initiated city-wide development plans which should result in additional recommendations for improved public facilities and services in this Area.



Far North Development Area.
Please note: The legend on page 16 should be correctly read "Street Improvement" on the second line and "Sewer Improvement" on the fourth line.

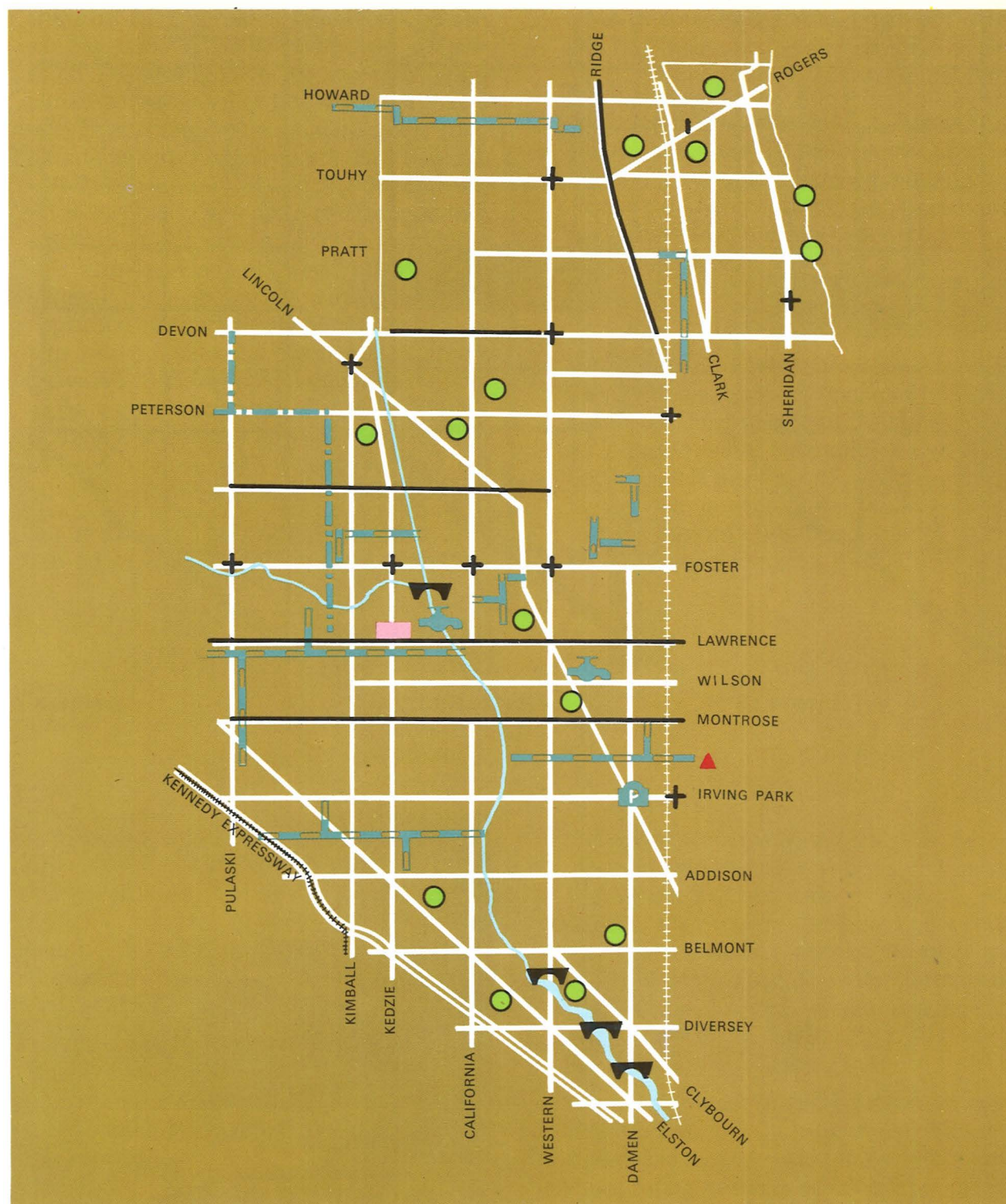
Water Feeder Main		Rapid Transit Extension	
Sewer Improvement		School (New)	
Intersection Improvement		Community Improvement	
Street Improvement		Park Improvement	
Bridge and Viaduct Improvement		Police Area Headquarters (New)	
Pumping Station Improvement			

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Water Feeder Main



Sewer Improvement



Intersection Improvement



Street Improvement



Bridge and Viaduct Improvement



Pumping Station Improvement



Rapid Transit Extension



School (New)



Community Improvement



Park Improvement



Police Area Headquarters (New)



Environmental Patterns in the Far North Area

The accompanying illustrations show the existing pattern of land uses in the area between Belmont Avenue and Argyle Street and an indication of the way in which the pattern might be improved. The suggested improvement places emphasis on the development of a park-mall system based upon the North Branch of the Chicago River which runs through this area.

While the area already contains riverside parks and other neighborhood parks and playgrounds, the residential communities are nevertheless in need of more recreational space in order to achieve the standard of two acres per thousand people set by the *Comprehensive Plan*.

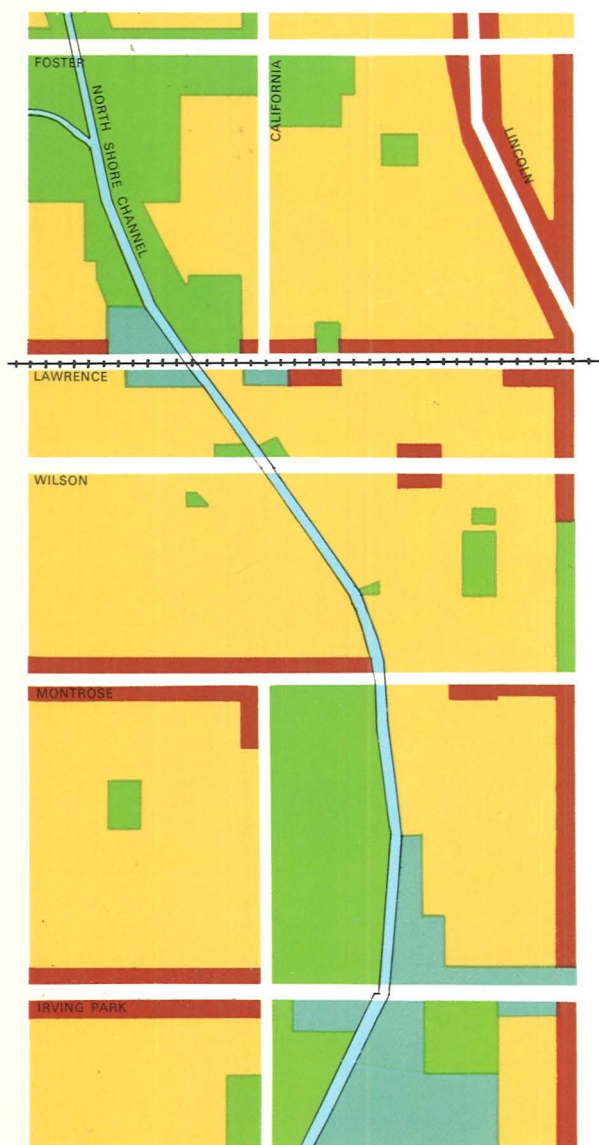
A continuous walkway along the river is indicated as one element in this park-mall system. This would make it possible to walk or bicycle for long distances through the

varied environments of the adjoining industrial, residential and park areas. Where the banks of the river are steep the walkway might take advantage of the present informal nature of the river by being cut into the banks.

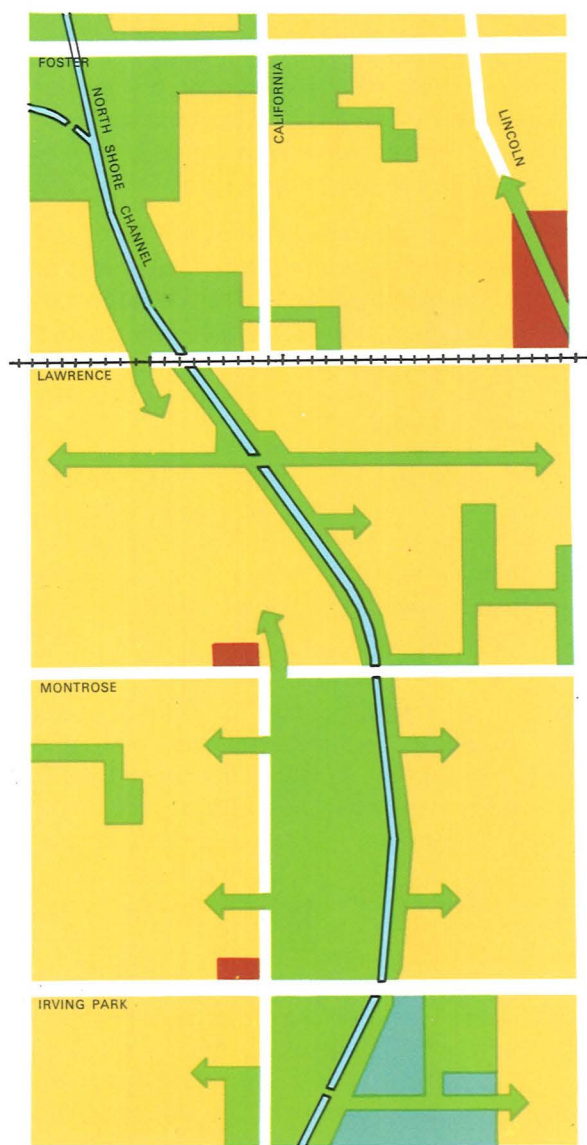
The existing and additional parks adjacent to the river would be more clearly related to the river, making use of it as a unifying feature. At the same time landscaped walkways would reach into the surrounding neighborhoods to nearby parks and elementary schools. This would provide more green space and increase the effectiveness of the riverside parks by developing vistas and making pedestrian movement into the parks easier. Green malls are shown through the industrial area north of Addison Street where some private land has already been landscaped and additional need exists. Opportunities for such improvements exist at the former site of Riverview Park which is soon to be redeveloped.

The Ravenswood rapid transit line, which should be realigned within a corridor of high accessibility, may offer the opportunity for the development of extensions of the park-mall. This would provide links between the riverside walk and community business centers at Lawrence and Kedzie avenues and at Lincoln, Lawrence and Western avenues. In line with the *Comprehensive Plan* policy of de-emphasizing diagonal streets, Lincoln Avenue should be closed to traffic through the business center and become a pedestrian shopping mall.

The improvement of the river and the development of an associated park-mall would serve to increase recreational space and provide connections between centers of activity in these areas of the city. The system of riverside walks and parks, with the possible development of refreshment and meeting places and boating activities could serve people from other areas of the city.



EXISTING



POTENTIAL

Residential



Institutions and Parks



Business



Industry



Summary

The illustration opposite this summary presents an overview of the major concepts identified through the Development Area process at this stage. Through this device it is possible to see how each of these ideas contributes to the design of the total fabric for the Far North Development Area.

A. The majority of the residential neighborhoods in the Development Area require continuing local attention to maintenance of housing and exterior spaces. The variety of densities and building types should generally be maintained where aging buildings are replaced by new private construction. Public support, through code enforcement and advisory services will be of growing importance as the housing stock grows older.

B. Some areas of high-accessibility can be identified where higher densities and more intensive uses can and should be developed in keeping with *Comprehensive Plan* objectives for the proper allocation of land and unified city development.

C. In the southern part of the Development Area and along the Milwaukee Road embankment the conflicts between residential and industrial uses should be reduced or removed. Specific goals, and programs to meet those goals, will be designed on a local basis as part of the continuing Development Area planning process.

D. Recreation space in the Far North Development Area must be increased to provide a minimum of two acres per 1000 people. Lake Michigan and the Chicago River should be the major focal points of this improvement. School-park combinations, the use of vacant land, and the potential for street closings will be the main elements in the application of park-mall concepts in the Development Area.

E. The maintenance and modernization of schools and libraries and the addition of needed playground space are important in meeting contemporary community needs.

F. Recent industrial development meets contemporary standards. Improvement programs are

needed to upgrade the older industrial concentrations in the south and east where obsolescence is high and environmental problems are serious.

G. Business strips line many of the major streets in the Development Area. Many of these areas are becoming obsolete with high vacancy rates, poor maintenance, and parking problems. A system of shopping centers meeting modern standards is proposed to consolidate and strengthen existing businesses, attract new firms and improve service to the communities of the Development Area. The Lawrence-Kedzie study area of the Department of Urban Renewal is intended to facilitate such consolidation.

H. Many aspects of the design of the streets to be improved in the major street improvement plan of the *Comprehensive Plan* are to be determined at the Development Area level.

I. Three rapid transit improvements are proposed to develop corridors of high-accessibility in the Far North Development Area. The Kennedy extension of the Congress-Milwaukee line is now programmed. The relocation and extension of the Ravenswood line and a new line at Western Avenue are proposed.

J. Major street and rapid transit improvements will permit the de-emphasis of diagonal streets in the Development Area. These streets would be treated as local streets. Parts of them could be redeveloped to serve as shopping-malls, recreation space, or parking areas.

K. In two large tracts of the Far North Development Area—Edgewater Golf Course and the former Riverview Amusement Park—several ideas for redevelopment have been proposed. Both properties offer the opportunity for substantial new development. All proposals should be carefully evaluated to achieve the best use of these sites.

Intensified community services and improved community facilities will benefit all of the people of the Far North Development Area. Particular attention should be paid to programs designed to meet the needs of youth and the elderly of the community as well as the needs of new residents.

Planning Framework Far North Development Area

Residential



Business



Institutional



Park



Industrial



A Community Maintenance

B Residential Expansion

C Reduced Land Use Conflicts

D Expanded Recreation Facilities

E Improved Community Facilities

F Industrial Improvement

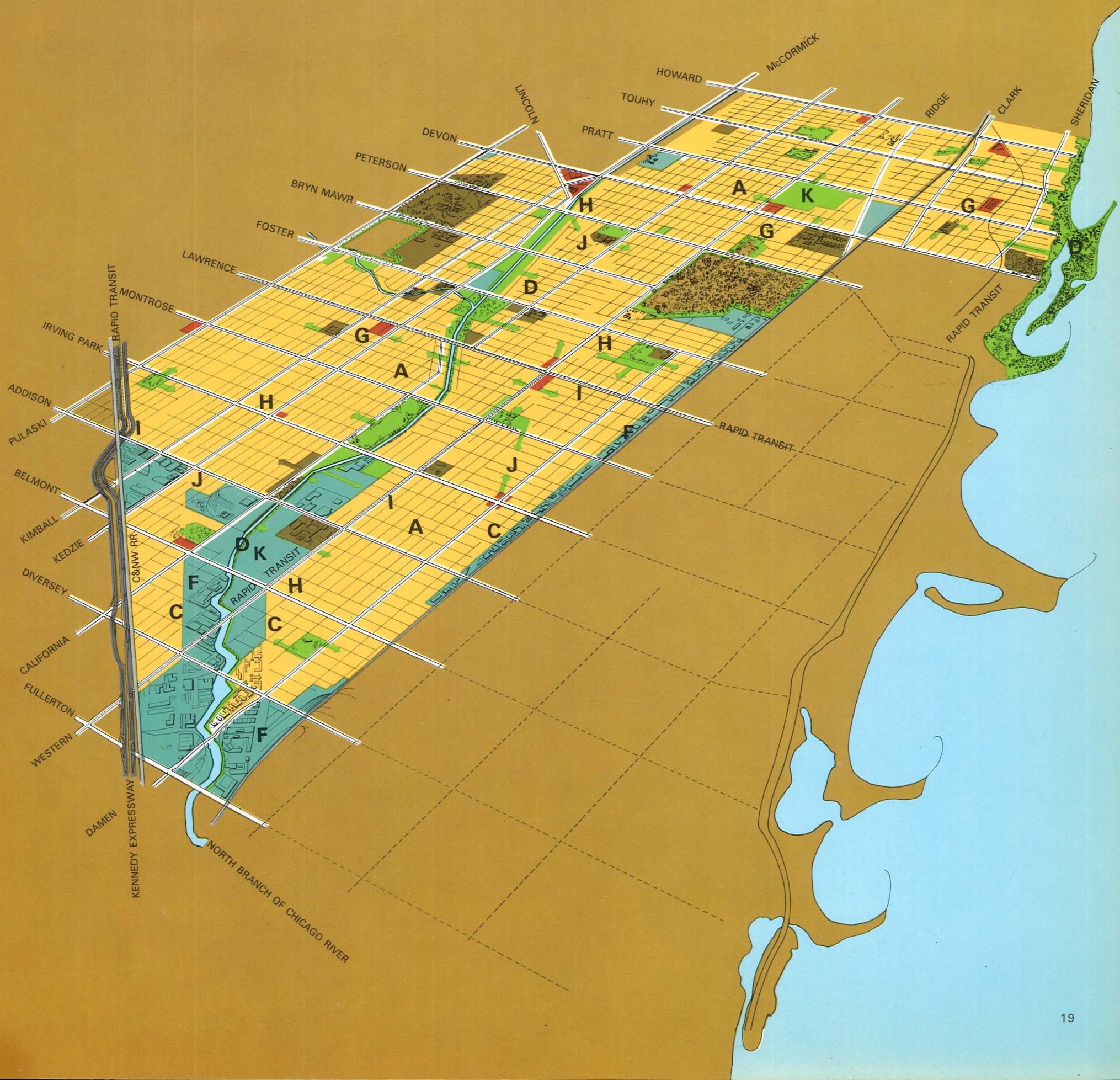
G Business Consolidations

H Major Street Improvements

I Rapid Transit Improvements

J De-Emphasis of Diagonal Streets

K High Potential for
Redevelopment



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This report has been prepared as a discussion document. Many city departments and agencies, private organizations, and community groups have already made contributions to this report, and their assistance is gratefully acknowledged. The Department of Development and Planning looks forward to continuing and expanding these relationships in the future, as Development Area proposals are reviewed.

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